

through the provision of single-family housing on 7,200 square foot lots, the required land area, including streets, would approximate 545 acres. The land requirement could be lessened through the use of multi-family housing. For example, if such housing were provided in low-rise or garden apartments at a gross density of eight units per acre, the land area required would be reduced to about 325 acres.

Regardless of the type of housing provided, the land required in the Brookfield-Elm Grove area to accommodate the recommended affordable housing represents a substantial portion of the remaining planned residential land available for development in that area. While it is possible that some affordable housing could be provided in adjacent planning areas, close to the job centers in the Brookfield-Elm Grove area, owing to the relatively high levels of existing and planned employment within that area every effort should be made to meet the recommended affordable housing goal within the Brookfield-Elm Grove area itself. This could be accomplished through redevelopment of existing urban lands or by accommodating new affordable housing at substantially higher densities.

FACILITATING THE PROVISION OF AFFORDABLE HOUSING

The housing allocation set forth in the previous section accomplishes an important, but limited, function: it establishes affordable housing goals for the County and subareas of the County. The allocation by itself, however, does not result in the provision of any additional affordable housing. Indeed, the provision of affordable housing in accordance with the housing allocation strategy will require concerted efforts on the part of private and nonprofit entities working in collaboration with local units of government and the County. The most important required actions are described in this section.

It should be noted at the outset that the character of the government response to housing problems is changing. Historically, particularly during the 1950s, 1960s, and 1970s, the major public housing programs were sponsored and funded by the Federal government. The thrust of the earlier Federal programs provided for the construction of publicly owned housing projects. The thrust of the later Federal programs, including the HUD Section 235 homeownership program and the various Federal

rental assistance programs, provided subsidies to households in order to lessen the gap between housing cost and the household's ability to pay. The funding of the Federal housing subsidy programs decreased dramatically during the 1980s; such subsidy programs can no longer be relied upon as a mainstay of efforts to address housing problems, as they have in the past.

With the decline of Federal housing subsidy programs, some interests have looked to local government, in partnership with private and nonprofit entities, to assume a greater role in addressing housing problems. These interests have increasingly included, in addition to the traditional social service agencies which act as advocates for the poor, businesses and industrial interests seeking an increased labor pool. As a practical matter, however, local and county governments have been unable or unwilling to provide the "deep" subsidies formerly provided under Federal programs. Rather, the local and county efforts have been directed toward coordinating and channeling available housing resources to promote additional affordable housing, providing marginal reductions in housing costs where this is possible. In addition, local and county units of government could review their land use regulations, particularly their zoning regulations, to ensure that such regulations do not unnecessarily constrain the provision of affordable housing.

The rest of this chapter suggests appropriate roles for Waukesha County and its local units and agencies of government in facilitating the provision of affordable housing in Waukesha County. It outlines the steps necessary to ensure that local zoning regulations do not unnecessarily constrain the provision of affordable housing and recommends a continuation of proactive efforts to facilitate the provision of additional affordable housing.

Adjusting Local Zoning Ordinances

The analysis of residential zoning district regulations presented in Chapter VII of this report indicated that local zoning ordinances in effect in Waukesha County in 1993 generally do not allow housing as small as the minimum floor area standards for decent, safe, and sanitary housing established by the Waukesha County Development Plan Advisory Committee nor do they allow residential development on the minimum-size lots deemed appropriate by the Committee. This analysis involved a comparison of the minimum residential floor area requirements established in each zoning ordinance with the recommended

Table 144

**ACCOMMODATION OF MINIMUM HOUSING UNIT AND LOT SIZES UNDER LOCAL ZONING FOR CIVIL DIVISIONS
WITHIN EXISTING OR PLANNED SANITARY SEWER SERVICE AREAS IN WAUKESHA COUNTY: 1992**

Housing Type		Civil Divisions With Existing or Planned Sanitary Sewer Service Areas ^a		
		Zoning Ordinance Includes Districts Which Accommodate the Indicated Housing Type ^b	Zoning Ordinance Does Not Include Districts Which Accommodate the Indicated Housing Type	Total
Single-Family	Minimum-size 3-Bedroom Unit and Minimum-size Lot	3 Civil Divisions ^c	29 Civil Divisions	32 Civil Divisions
	Minimum-size 2-Bedroom Unit and Minimum-size Lot	0 Civil Divisions	32 Civil Divisions	32 Civil Divisions
Two-Family	Minimum-size 3-Bedroom Unit and Minimum-size Lot	2 Civil Divisions ^d	30 Civil Divisions	32 Civil Divisions
	Minimum-size 2-Bedroom Unit and Minimum-size Lot	0 Civil Divisions	32 Civil Divisions	32 Civil Divisions
Multi-Family	Minimum-size 2-Bedroom Unit and Minimum Lot Area per Unit	2 Civil Divisions ^d	30 Civil Divisions	32 Civil Divisions
	Minimum-size 1-Bedroom Unit and Minimum Lot Area per Unit	0 Civil Divisions	32 Civil Divisions	32 Civil Divisions

NOTE: Minimum housing unit sizes are as follows: 1-bedroom units—420 square feet; 2-bedroom units—700 square feet; 3-bedroom units—980 square feet. Minimum lot sizes are 7,200 square feet for single-family and two-family lots, and 3,000 square feet per unit for multi-family development.

^aIncludes the following communities:

Cities	Villages		Towns	
Brookfield	Butler	Mukwonago	Brookfield	Oconomowoc
Delafield	Chenqua	Nashotah	Delafield	Ottawa
Muskego	Dousman	North Prairie	Genesee	Pewaukee
New Berlin	Elm Grove	Oconomowoc Lake	Lisbon	Summit
Oconomowoc	Hartland	Pewaukee	Merton	Waukesha
Waukesha	Lac La Belle	Sussex	Mukwonago	
	Lannon	Wales		
	Menomonee Falls			

^bIncludes civil divisions where the zoning ordinance establishes districts that accommodate the indicated housing type, regardless of whether such districts are actually applied in the civil division.

^cCity of Waukesha, Village of Butler, and Village of Menomonee Falls.

^dCity of Waukesha and Village of Butler.

Source: SEWRPC.

minimum standards of 420 square feet of living space for a one-bedroom dwelling, 700 square feet for a two-bedroom dwelling, and 980 square feet for a three-bedroom dwelling. The analysis also compared locally established lot area requirements to minimums deemed acceptable by the Committee: 7,200 square feet for single-family and two-family lots, and 3,000 square feet per dwelling unit for multi-family development. The analysis was undertaken for the 32 civil divisions in the County that

contain lands within existing or planned sewer service areas. A summary of that analysis is presented again for convenience in Table 144.

As indicated in Table 144, of the 32 civil divisions concerned, only three, the City of Waukesha and the Villages of Butler and Menomonee Falls, had established zoning districts that allowed minimum-size three-bedroom single-family housing units on minimum-size lots; none of the civil divisions

had zoning districts that allowed minimum-size two-bedroom single-family housing units on minimum-size lots. Two-family and multi-family structures with minimum-size housing units on minimum-size lots were likewise severely restricted by local zoning.

The provision of additional affordable housing as recommended in the affordable housing allocation strategy will, therefore, require some revision of local zoning ordinances. It is recommended that each city, village, and town in Waukesha County that contains land within an existing or proposed public sanitary sewer service area, especially those having existing or planned concentrations of employment, review their residential zoning district regulations and revise those regulations as appropriate so as to provide a full range of housing structure types, single-family, two-family, and multi-family, and to allow minimum-size dwellings on minimum-size lots. Zoning districts allowing such a full range of housing types, sizes, and prices should be established in each ordinance. The establishment of such districts would signal a community's willingness to accommodate affordable housing.

The application of zoning districts that accommodate affordable housing to lands within a community should be carried out in a manner similar to the application of other urban zoning districts. Generally, lands in urbanizing areas should be zoned for their current use until essential municipal facilities are made available and development proposals are forwarded. At that time, the lands should be placed in the appropriate urban zoning district, including the aforementioned residential districts, in accordance with community or neighborhood land use plans.

The design of sites involving smaller dwelling units and higher densities inherent in zoning districts that accommodate affordable housing may, in some cases, be enhanced through planned unit development techniques. Planned unit development provisions may be established in zoning ordinances as overlay districts or as conditional uses in basic zoning districts; in either case, they allow flexibility in design and potential savings in the cost of needed improvements, while maintaining the overall average density inherent in the underlying basic zoning district. Planned unit development may also be used to accommodate mixed-use development, for example, residential development providing afford-

able housing in conjunction with, or in the vicinity of, new commercial development, thereby ensuring the provision of new housing in the proximity of new employment generators. Each community concerned should consider establishing planned unit development provisions in its zoning ordinance, making those planned unit development provisions applicable to the aforementioned zoning districts and to other districts, as appropriate.

It should be further noted that mixed-use development presents certain distinct advantages for employers, residents, and municipalities. Mixed-use development can provide housing where jobs are located, particularly where large numbers of jobs are concentrated, thereby minimizing the need for employee commuting. Housing located in proximity to workplaces may also serve to minimize employee absenteeism, turnover, and the stress of commuting. Net losses in local property tax revenue incurred as a result of accommodating lower-cost affordable housing may be offset by net gains from the larger tax revenues of commercial or office uses in the same area. Because of these and other benefits, mixed-use development is a desirable means of accommodating affordable housing, especially in and near employment centers, and can serve to minimize the perceived negative impacts associated with lower-cost affordable housing.

Proactive Measures to Increase the Supply of Affordable Housing

Government-sponsored housing programs intended to provide affordable housing were described in Chapter VII of this report (see the summary of such programs presented in Table 107 in Chapter VII). As previously noted, as a result of the substantial decrease in Federal funding of housing subsidy programs, responsibility for efforts to provide affordable housing must increasingly be taken at the local level of government, in conjunction with private funding sources. This is not to say that the Federal government has no role to play in providing affordable housing. The Federal government continues to administer programs like the Community Development Block Grant (CBDG) program and the Home Investment Partnership Act (HOME) program which, as indicated in Chapter VII, provide funding for local programs intended to increase the supply of affordable housing. Similarly, such State-sponsored programs as the Housing Cost Reduction Initiative and the Housing Grants Program, described in Chapter VII of this report, also provide funding for local housing activities.

However, Federal and State funding is limited; county and local units of government must both maximize the benefits from the available funding and explore new ways to provide affordable housing without Federal or State assistance.

As reported in Chapter VII, a number of public or quasi-public housing agencies have already been created to address housing problems and to increase the supply of affordable housing within Waukesha County. These include Community Housing Initiative, Inc., the Waukesha County Lender Consortium, the Waukesha County Homebuyer Program, the Waukesha County Community Development Block Grant Board, the Waukesha County Housing Authority, the City of Waukesha Housing Authority, and the City of New Berlin Housing Authority. These agencies currently administer a broad range of programs intended to increase affordable housing. These programs include, among others, housing rehabilitation assistance programs; programs providing mortgage counseling, down payment assistance, and closing cost assistance to first-time homebuyers; land cost write-downs; and issuance of bonds to provide financing for multi-family development at reduced interest rates.

It is recommended that the aforementioned agencies continue aggressively to pursue efforts to provide affordable housing in Waukesha County. Because public funding in support of affordable housing is limited, local housing agencies and units of government should continually explore innovative ways to increase the supply of affordable housing. Given the limited available public funding, local programs should be designed to leverage the maximum amount of private sector involvement possible, looking to measures such as density bonuses and other incentives to developers to incorporate affordable housing into residential developments. A good example of a local public-private partnership intended to facilitate the provision of affordable housing in the County is that described in Figure 107.

As already noted, inequities could exist among the nine planning analysis areas of the County if communities within each area do not accommodate their share of affordable housing. If communities in one area of Waukesha County choose not to accommodate affordable housing, such housing must ultimately be provided in neighboring areas. This may result in a transfer of property tax burden from one area of the County to another because lower-

cost affordable housing typically generates less property tax revenue than is needed to provide such housing with essential public services. If such conditions occur, it may be necessary to consider implementation of a revenue-sharing structure among communities in the County. Under such a concept, communities which do not accommodate their share of affordable housing would be asked to compensate, in some way, neighboring communities which accept a greater share of such housing.

As indicated above, the responsibility to increase the supply of affordable housing in the County rests with a number of agencies, including agencies of County and local government, as well as quasi-public agencies. Over the past several years, the County Executive's Office has assumed a leading role in coordinating housing programs within the County and sponsoring new housing initiatives. It is recommended that the County Executive's Office continue that role in the immediate future. The County Executive may wish to transfer that role to another County department.

CONCLUDING REMARKS

Chapter VII of this report indicated that, while there has been substantial growth in the existing housing stock within Waukesha County over the past several decades, there is, nevertheless, a shortage of affordable housing. That shortage limits the opportunity of workers to live in the County, where continued economic growth is dependent in part upon the continued growth in the resident labor force; necessitates longer work trips for those unable to secure housing near their place of work; results in physical and economic hardship for certain households; and results in higher turnover and associated training costs for employers.

A key component of the housing plan presented in this chapter is an affordable housing allocation strategy. This strategy indicates the total number of affordable housing units that should be provided in Waukesha County during the period from 1990 to 2010 and the recommended geographic distribution of those units within the County, based largely upon existing and planned employment. Underlying the affordable housing allocation strategy is the principle that areas which provide a full range of employment opportunities should provide a full range of housing opportunities. The proposed allocations should be considered as targets indicating the scale of effort in the provision of affordable housing